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UNITED STATES DEPARTMENT OF AGRICULTURE
DIRECTOR OF EXTENSION WORK
WASHINGTON, D. C.

April 8, 1942

TO ALL STATE EXTENSION DIRECTORS:

Agriculture has seriously accepted its responsibilities in the total war in which our country is involved. There rests with the Secretary of Agriculture the responsibility for the production of food and fiber in a wartime economy and also for carrying out other agricultural aspects of the national war program.

In order to carry out these responsibilities effectively the Secretary has created State and county U.S.D.A. War Boards which are composed of representatives of the various agencies in the Department of Agriculture and has charged these War Boards with carrying out a coordinated, unified war program. The Extension Service is one of the important agencies represented on the War Boards and is giving its wholehearted and loyal support to the various war programs which affect farmers.

Since the Extension Service deals largely with the educational aspects of the program, it must adjust its methods of operation to war conditions. Its responsibilities in this field have been clarified by the memorandum from the Secretary of Agriculture to the Director of Extension Work, under date of February 11, regarding wartime responsibilities of Extension. In this document, among other things, the Secretary points out the responsibilities for the general educational work in agriculture and home economics, and lays some emphasis upon specific wartime educational work.

Rural leadership under war conditions is of great importance. Secretary Wickard says: "I am depending on Extension to train a much larger number of local volunteer leaders to help in carrying forward all phases of agriculture's wartime program." It is also recognized that there are certain types of information of which it is important that every family living on the land or living in the rural village have a thorough understanding.

It is also generally recognized that extension work will be profoundly affected by the rubber situation, labor shortage, etc., and the farm people will probably not attend community meetings in wartime as frequently as has been the case heretofore. Therefore, organization needs to be developed whereby every farm family can be reached with necessary wartime information in a very expeditious manner. Practically all State extension services are in the process of adjusting the peacetime organization to wartime organization. A number of States have developed

a type of organization whereby neighborhood leaders, both men and women, have definite leadership responsibilities to a certain number of farm families. Developments in this direction have been going on in a number of States for several months. Because of the significance and importance of this development I asked the Division of Field Studies and Training of the Federal Extension Service to call a conference to be made up of representatives of the Extension Service in different States, members of the Federal extension staff, and rural sociologists and organizational specialists who had given thought and study to the problems of rural organization.

This conference met in Washington March 19 to 21 and considered from many angles the problem of neighborhood organization and neighborhood leadership. Attached is the report of this conference.

Naturally the conference confined itself to problems relating to extension organization on the neighborhood level and the training of leaders of neighborhood groups. It is understood, in addition to the above, that such groups and leaders will be in a position by mutual agreement with the agencies involved to render such service as may be necessary in the neighborhood in carrying out the educational aspects of programs emanating from the War Boards, State and local councils of defense, and other cooperating State and Federal agencies that desire to use the organization of the Extension Service for educational activities in the neighborhood.

I know you will give this report most careful consideration. In view of the great importance of the neighborhood leader plan in these times, we are assigning members of our staff to visit every State within the next two weeks to meet with State extension directors and their central staffs to study the State adaptations of the plan and to assist with its further development.

Very truly yours,

M. L. Wilson

M. L. Wilson,
Director of Extension Work.

P. S. Copies of this letter and the leadership conference report have been sent to all State extension directors and assistants, leaders in home demonstration, county agricultural agent, and Club work, both white and Negro, and extension editors.

Attachment

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REPORT OF NATIONAL CONFERENCE ON

VOLUNTARY LOCAL LEADERSHIP

Washington, D. C.

March 19-21, 1942

"I am depending on Extension to train a much larger number of local volunteer leaders to help in carrying forward all phases of Agriculture's wartime program."

-- Secretary Wickard
February 11, 1942

"Whereas the need for reaching all rural people on War Programs is so vital and the rubber tire situation so stringent, therefore be it resolved that the Committee on Extension Organization and Policy go on record in favor of setting up an organization of voluntary local leaders on a neighborhood basis by the Extension Service cooperating with other agencies so that each rural family may be contacted in person.

"Furthermore, this committee urges all State extension directors to give this their immediate attention (where this has not been done) and formulate systematic plans which can be applied in their respective States."

-- Committee on Extension
Organization and Policy
March 19, 1942.

Division of Field Studies and Training
Extension Service
U. S. Department of Agriculture
Washington, D. C.

SUMMARY OF CONFERENCE RECOMMENDATIONS

1. The educational work essential to the success of Agriculture's wartime program requires planned personal contacts from time to time with every one of the 13,000,000 rural families of the United States. (46,000,000 men women, and youth over 10 years.)
2. A direct channel from the Department of Agriculture to State and county extension services and thence through voluntary community and neighborhood leaders to all rural families will require about 1,000,000 local leaders in addition to the 700,000 now assisting with extension programs.
3. This goal is based on the assumption that one man and one woman "neighborhood" leader will together be responsible for contacting 10 to 20 farm families, and that one man and one woman "block" leader will together be responsible for contacting about 40 village or town families.
4. Some uniformity in the organization of a wartime local leader system may be desirable, especially with regard to the kinds of functions performed at different levels. Even more important, however, is flexibility to insure full use of existing leadership machinery and to fit State and county situations in all parts of the Nation.
5. These community and neighborhood leaders will be effective in carrying Agriculture's war educational message in proportion as to how well they are informed on what that message is and are given clear guidance by the Cooperative Extension Service on how to make the message effective.
6. State and Federal Government recognition should be given to voluntary community and neighborhood leaders by means of a certificate from the land grant college president or the United States Secretary of Agriculture, or by appropriate badge or button showing the nature of the contribution in carrying out Agriculture's wartime educational program.
7. The community committee representing the organized groups and interests of the community can perform an important service in correlating the efforts of leaders of various community programs, agencies, and organizations, thereby effectively mobilizing the available local resources to advance all war programs.
8. In view of the vital contribution of Agriculture to the war effort, it is exceedingly important to "check as we go" to gauge the success of the voluntary leadership system in carrying out the educational aspects of Agriculture's wartime program.
9. To organize and put into complete operation the neighborhood leadership plan outlined above will require readjustments in the Cooperative Extension Service at every level and in many cases a substantial enlargement of the field staff.

NATIONAL CONFERENCE
ON
VOLUNTARY LOCAL LEADERSHIP^{1/}

In his memorandum of February 11, 1942, addressed to M. L. Wilson, director of extension, the Secretary of Agriculture, Claude R. Wickard, charged the Cooperative Extension Service of the Department and the land grant colleges with the responsibility of carrying forward on every sector of the farm front the general educational work in agriculture and home economics essential to the success of our wartime job.

Among other things the Secretary stated, "I am depending on Extension to train a much larger number of local volunteer leaders to help in carrying forward all phases of Agriculture's wartime program."

Over the years, the Extension Service has gradually organized a vast army of nearly three-quarters of a million capable men, women, and youth leaders who assist in various ways with the conduct of Extension's educational programs for rural people. In the present war emergency, the activities of these local leaders are being adjusted to contribute more directly to winning the war. In addition there is need to greatly enlarge the local leader organization in order that every farm and rural village family may be helped to understand Agriculture's wartime program and play their full part in carrying it out.

The situation calls for a simple, adequate plan easily understood by professional workers and by the public generally - a plan that is sufficiently flexible to meet State and county situations in all parts of the Nation.

The conference reported herewith was called to take stock of the progress made by States to date and to develop and launch a broad program of enlarged use of local leaders in all aspects of Agriculture's wartime program.

Participating in the conference were State and county extension workers from 14 States, 19 representatives of the various divisions of the Federal Extension Service, 5 representatives of other departmental agencies interested in voluntary leadership, and 5 technical consultants from the fields of psychology, sociology, and education. (A list of conference members will be found at the back of the report.)

The conclusions and recommendations of the conference follow.

^{1/} Under Memorandum 921, (July 5, 1941), and Memorandum 921, Supplement 1 (January 7, 1942), Secretary of Agriculture established a system of State and county United States Department of Agriculture War Boards to "function as the representative of the Department of Agriculture in the war effort, including further extension of the food and fiber production programs, the handling of problems arising out of war priorities on materials needed in agriculture; shortages, such as those of labor, materials, and machinery; the gathering of specified agricultural information of vital importance to the wartime effort, and cooperation at the State or county level with other defense agencies and programs."

The national conference on voluntary local leadership reported here dealt only with the organization, selection, training, and evaluation of the enlarged staff of local leaders required to enable the cooperative Extension Service to do the general educational work in agriculture and home economics essential to the success of the wartime job.

BASIC PRINCIPLES TO GUIDE USE OF LOCAL LEADERS

The following principles were agreed upon by the conference for use as guides in developing plans for using voluntary leadership in doing the educational work connected with Agriculture's wartime program.

1. During the war it is the responsibility of the Extension Service to provide machinery through which educational phases of Agriculture's wartime program may be carried to rural people. Provision is needed for reaching at least every farmer, every farm homemaker, and every farm boy and girl; also nonfarm families in rural villages and towns. The organizational structure should make it possible to reach every person quickly and effectively and to get information to every person in several different ways. Extension should concentrate on helping all rural people to understand war aims and needs and to influence them to make a maximum contribution to war goals.

2. A line organization should be established reaching from the Federal Department of Agriculture to and through the State and county extension services to each rural family. The steps would be from Federal Department of Agriculture, to State college, to county, to community, to neighborhood, to individual family. The responsibility for seeing that each farmer or rural family is personally informed on all educational aspects of Agriculture's wartime program is placed on the neighborhood leaders.

3. The leadership organization should provide machinery through which farm people may offer suggestions regarding Agriculture's wartime program. It should also provide means for reporting difficulties encountered by rural families in reaching war goals.

4. Provision for correlation at all levels of the educational aspects of Agriculture's wartime program is needed. Provision should be made also for the correlation of the educational work connected with Agriculture's wartime program and the war programs of other Government agencies.

5. Two neighborhood leaders, a man and a woman, can be expected to reach and influence 10 to 20 farm families. This will necessitate the selection and training of more than twice as many voluntary leaders as Extension is now using.

6. The responsibilities of each leader in the organization must be clearly defined.

7. An effort should be made to avoid assigning too many jobs to the same leader or requesting an unreasonable amount of time on the part of the voluntary leader. It may be desirable to provide for alternate leaders to assist or to take over the leadership job when necessary.

8. The patriotic appeal will result in the willingness of many more people than usual to serve as voluntary leaders. However, the leader should be one of the group and acceptable to the group.

9. Because voluntary leaders cannot be expected to know how to do the various jobs when selected, and because many new leaders will be needed,

an integral part of Extension's wartime responsibility will be to train leaders in terms of the jobs they are expected to do.

10. Continuous successful functioning of leaders depends upon adequate recognition and the confidence that the necessary assistance from extension workers will be forthcoming.

11. Continuous checking on the effectiveness of this educational machinery for Agriculture's wartime program is essential.

12. The organization of voluntary leaders to assist with agriculture's wartime program should be developed in accordance with sound principles of administration and with due consideration to probable postwar needs.

SUGGESTED ORGANIZATION FOR CONDUCT OF EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM

To assure prompt and complete educational work, the assignment given to Extension by the Secretary of Agriculture, involves the setting up or expansion of organizational machinery. In determining the form of organization best adapted to the needs of an individual State, it is recognized that first consideration should be given to the existing setup. The suggestions offered here must necessarily be viewed in this light. Based on the organization now being used in each State, however, it is evident that the war program, in order to be carried to all rural people, calls for the services of many additional volunteer leaders. These leaders should be representative of the various programs, interests, and agencies within the community. Although these volunteer leaders will be called on primarily to assist in the educational program, they may well serve in such other activities as they may themselves elect. Representatives of other agencies that serve rural people might participate in setting up the organizational structure.

Prompt and complete educational work cannot be achieved unless there is a line organization providing for direct personal contact with every farm family. This would be supplemented by appropriate use of other channels such as demonstrations, meetings, news stories, bulletins, and circular letters. Present extension leadership should be utilized. Existing organizational structure such as home demonstration and 4-H Clubs should be maintained but readjusted to the wartime situation.

Regardless of the excellence of the plans for the organization of the program or for the selection of leaders, the success of it will depend upon the effectiveness of the training given to these leaders. This in turn will depend in a large measure upon in-service training for the professional staff.

Suggested Basic Organizational Structure (Chart I)

The neighborhood.--Each farm family in the United States is part of a neighborhood including 10 to 40 other families. As two leaders, a man and a woman, can be expected to maintain personal contact with 10 to 20 farm families, the smaller neighborhoods provide a suitable unit of organization.

Such leaders might be called neighborhood leaders. Neighborhoods with more than 20 families should be divided with two or more men and two or more women leaders in each. Usually this division will be geographical. In all cases the responsibility of neighborhood leaders will be based on a list of from 10 to 20 names rather than on an activity or project. Similarly, rural nonfarm people can be divided into units of about 40 families, with one man and one woman serving each unit as a "block" leader.

The community.--Most extension activities and activities of many other organizations have been organized on a community basis. The typical community includes 4 to 12 neighborhoods. The men and the women serving as neighborhood leaders in a community should receive help and support from a man and woman who might be designated as community chairmen.

The county.--The typical county has 10 to 20 communities. The county extension workers and other professional workers serving as representatives of the State Land-Grant College and the U. S. Department of Agriculture would assist the community chairmen, who in turn would assist neighborhood leaders.

Determination of Neighborhoods and Communities (Chart II)

Rural people everywhere in the United States live and work together in neighborhoods and communities. What is needed is to record on a map the boundaries of these groups so that the people themselves can become conscious of their group responsibilities, select their leaders, and organize for effective action.

An area is not a neighborhood because it is made up of a certain number of people, covers a specified amount of territory, has certain institutions and services, or takes on any geographic form. By far the most important criterion of whether a given area is a neighborhood is in the consciousness of the people who live in the area -- the extent to which they look upon themselves as "neighbors" and as a "we group" separate from other surrounding neighborhoods who are "they". The neighborhood is usually thought of as a small number of families, 10 to 40. It is not the formal organizations or local service facilities, such as churches, schools, and stores that make the neighborhood, but rather the patterns of association, such as group cooperation, and the exchanging of work and tools.

A community usually has a center, such as the village or an open country high school. It is an area made up of rural neighborhoods whose families share in common the institutions and services of the community center.

An understanding of neighborhoods and communities must go beyond the mere determination of the boundaries. The boundaries show only the shape and size of areas. There is need for an understanding of what goes on within, involving such considerations as educational and religious customs, size and type of farms, farming practices, dominant attitudes and customs, leader-follower patterns, degree of neighborhood and community loyalty and cooperativeness.

CHART I.--ILLUSTRATING MAJOR FEATURES OF A LINE ORGANIZATION USING VOLUNTARY LEADERSHIP TO SECURE PROMPT AND COMPLETE COVERAGE OF RURAL PEOPLE ON EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM

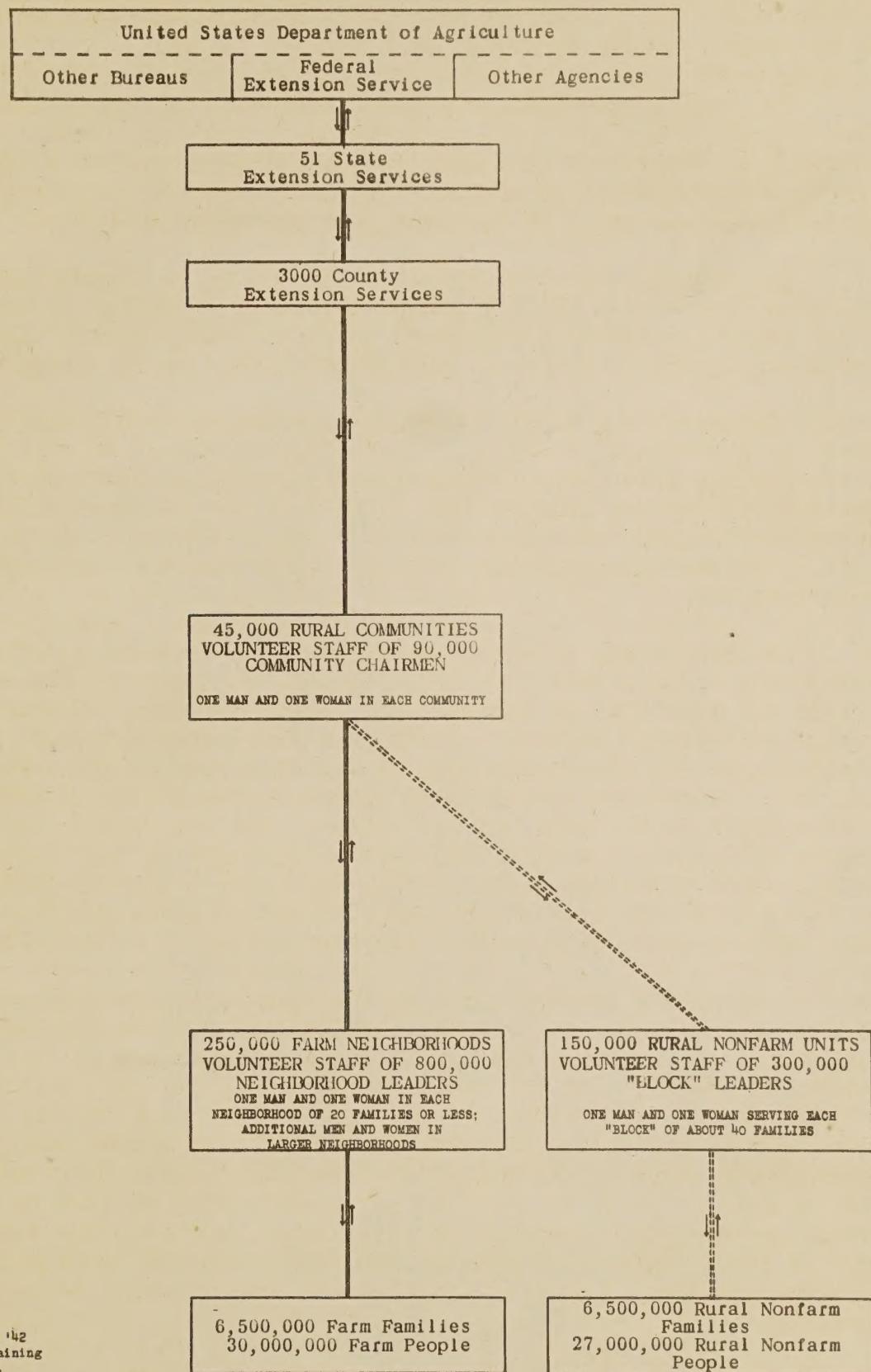
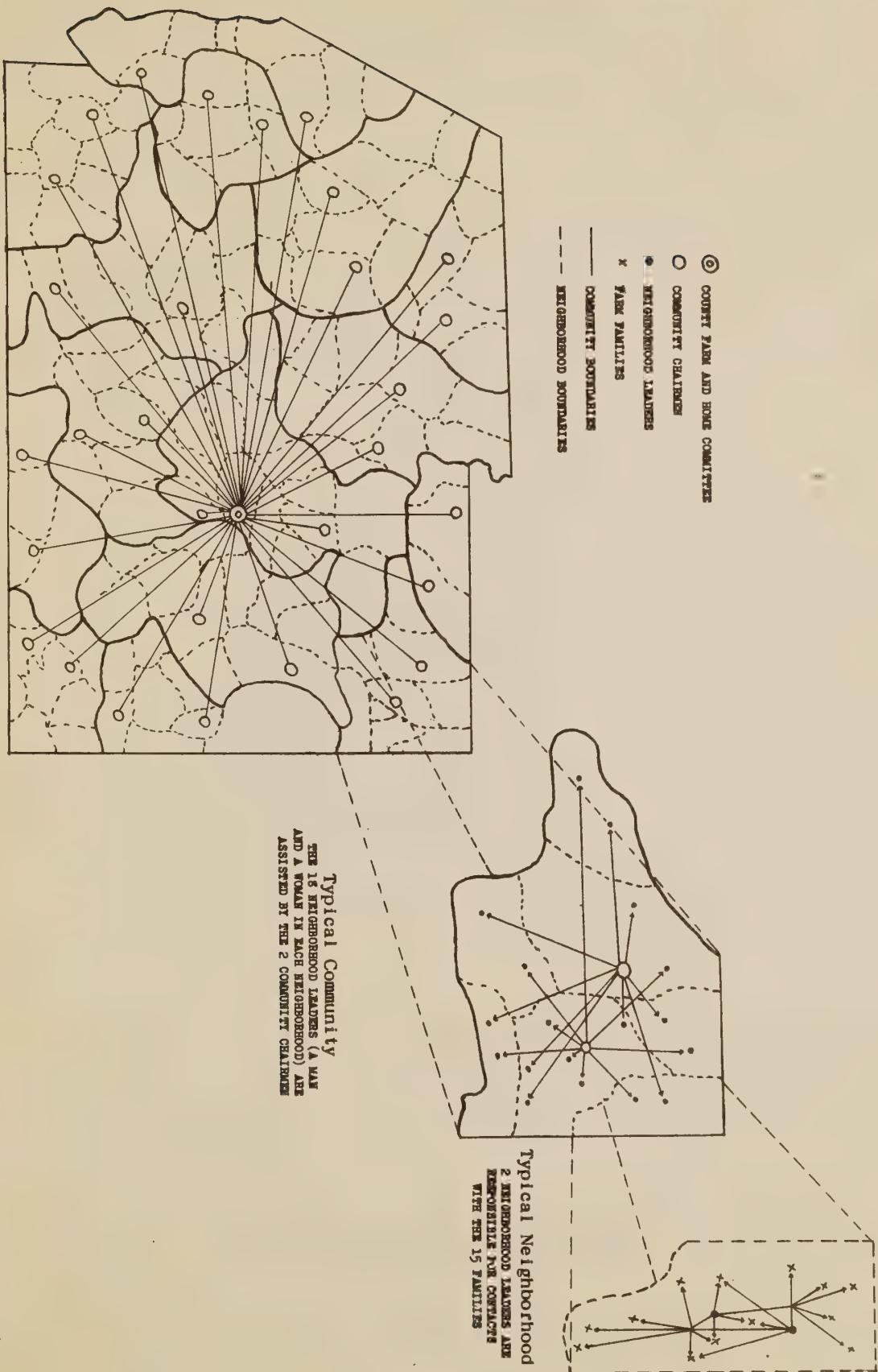


CHART 11.—DIAGRAM ILLUSTRATING DELINEATION OF A TYPICAL COUNTY INTO COMMUNITIES AND NEIGHBORHOODS WITH SPECIAL REFERENCE TO WORK OF VOLUNTARY LEADERS IN THE CONDUCT OF THE EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM



Typical County of 2000 Farms, Divided into 15 Communities and 132 Neighborhoods
THE COMMUNITY CHAIRMEN (MAN AND WOMAN) IN EACH COMMUNITY ARE MEMBERS OF THE COUNTY FARM AND HOME COMMITTEE

Negro and white farm families are not always segregated into geographic areas as is usual in some cities. Although these two racial groups may live in the same geographic area, they are not members of the same social groups and neighborhood. Each race has its own neighborhood and community leaders. Similar adjustments may be needed for other racial and nationality groups.

In the line organization, the difference in racial group patterns must be recognized so that each racial group will be working with and represented by its own leaders. There will be a need, however, for close correlation of effort on both the county and community level.

Suggested Devices to Facilitate Correlation (Chart III)

Correlation of the efforts of leaders of the various programs, agencies, and organizations must be achieved if all the available resources of communities and counties are to be harnessed to help agriculture make its maximum contribution to winning the war. This means that community leaders need to be brought together to think through Agriculture's wartime problems and to work out ways and means of solving them through cooperative effort.

Most communities have a number of organizations and institutions such as farm organizations, women's clubs, 4-H Clubs, home demonstration clubs, churches, Parent-Teacher Associations, schools, and civic clubs. These are special interest groups, but to solve the problems which the war brings, their efforts should be correlated so that the community may function as a whole rather than as a number of separate parts.

To carry forward Agriculture's War Program, many of these groups need to be redirected in the same way that the automobile industry has been redirected. Organizations as well as individuals need to realize that they cannot continue with an attitude of "business as usual." If agriculture is to make its maximum contribution in the war program, there needs to be a readjustment of many of the leaders from the existing organizations and programs to the task of helping to effectively mobilize all rural people. This does not mean that the organizations should lose identity but that their efforts should be redirected. Many of our most important organizations for peacetime work will be kept in existence because they accept important assignments in the emergency.

A community committee can survey the job to be done, call on available help and suggest assignments to existing organizations or assume the responsibility for carrying out certain activities. Such a committee is the organization of the people and should function in terms of the dynamics of the people. It should be available to all agencies for any pertinent educational programs that should reach rural families.

Correlation on the county level of the educational work connected with agriculture's war program will be facilitated by a county farm and home committee of voluntary leaders that would develop county educational programs and counsel with professional workers in regard to carrying out agriculture's wartime program. Existing groups such as county agricultural planning committees, county agricultural boards, and county extension committees will be able to serve in this capacity. (In some cases readjustment

of duties or membership may be desirable to meet the wartime situation.) The membership of such a county committee should be representative of communities in the county.

Frequent meeting and consultation among the workers engaged in action programs and the professional personnel engaged in educational aspects of Agriculture's wartime program should be encouraged to prevent duplication of effort. These conferences should not only prevent duplication but bring a unified war program to the people of the county.

Suggested Functional Procedure for Reaching Rural People (Chart IV)

The major channel for reaching rural people on those educational aspects of agriculture's wartime program requiring complete coverage will be through the line organization, from the neighborhood leader to the people concerned. The personal contact between neighborhood leader and his neighbors, by farm or home visits, telephone calls, or by conversation when they meet at church or the crossroads store is essential. This should be supplemented by neighborhood meetings to hear and discuss radio programs, to study and discuss important problems or to demonstrate an important procedure to be followed. All leaders in a neighborhood should cooperate in the development and conduct of neighborhood meetings.

The use of the line organization, through the neighborhood leader, does not imply the abandonment of other means of reaching rural people. Some of these means may be even more important in time of war than formerly.

All meetings and other activities of home demonstration clubs, 4-H Clubs, and farm organizations should be used as means of assisting rural people to participate in wartime programs. Churches, schools, and other organizations should be encouraged to share in the responsibility.

There will be times when the community committee may believe that it is desirable for all the organizations in the community to join in sponsoring community meetings which the whole family is urged to attend.

News stories, radio, bulletins, leaflets, circular letters, and other material, originating at National, State, and county levels are important means of disseminating information. They should be used both in conjunction with personal contact and meetings and as independent methods for reaching rural people. Some of the educational aspects of Agriculture's wartime program that do not require either prompt or complete coverage may be handled principally by publicity methods.

Suggested Responsibility of Neighborhood Leaders

To get every farm family in your neighborhood to make the largest possible contribution toward our national objective of winning the war and winning the peace.

This involves the following specific responsibilities:

CHART I I L--ILLUSTRATING CORRELATION OF EXISTING EXTENSION VOLUNTEER LEADERSHIP WITH RECOMMENDED ORGANIZATION FOR EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM

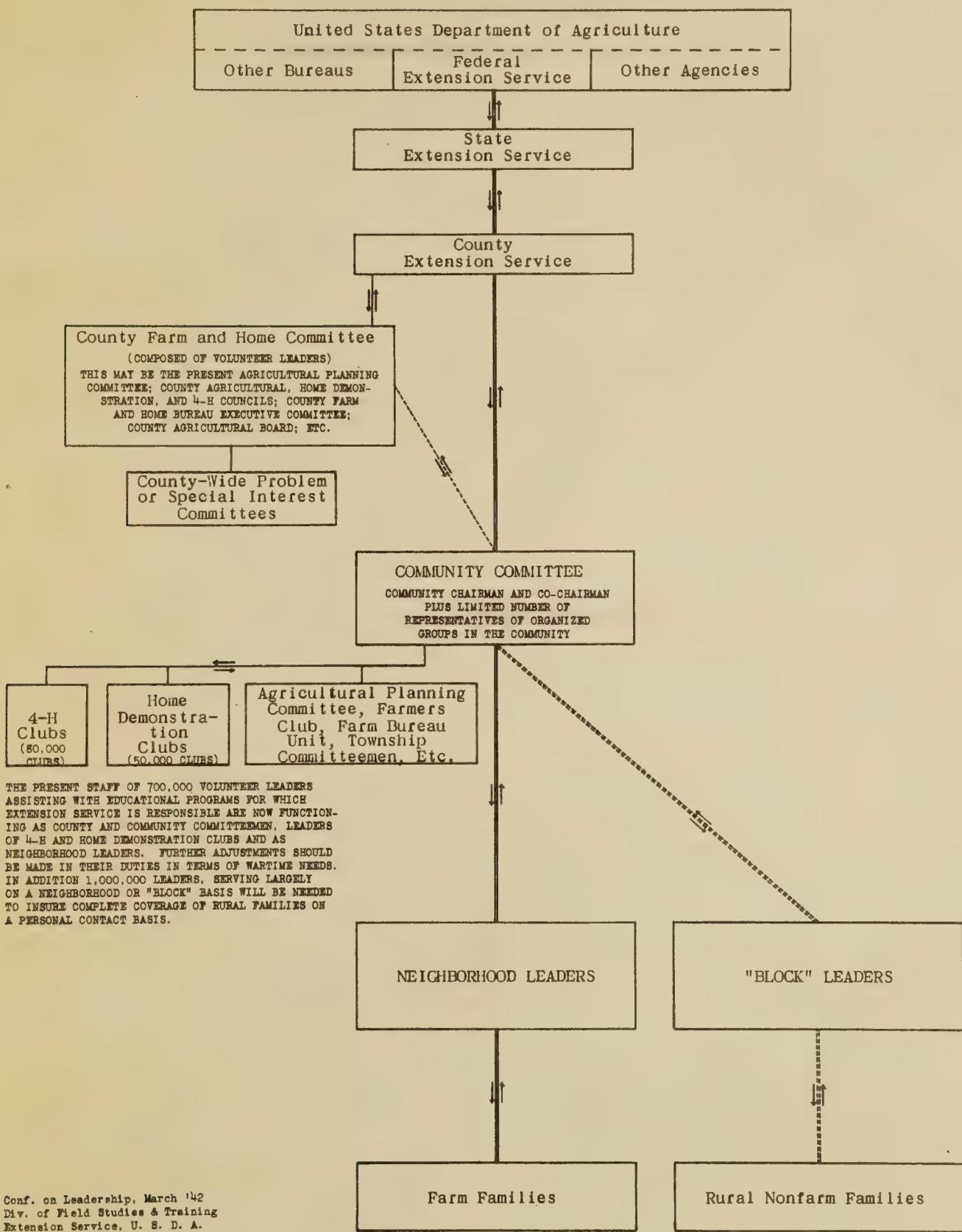
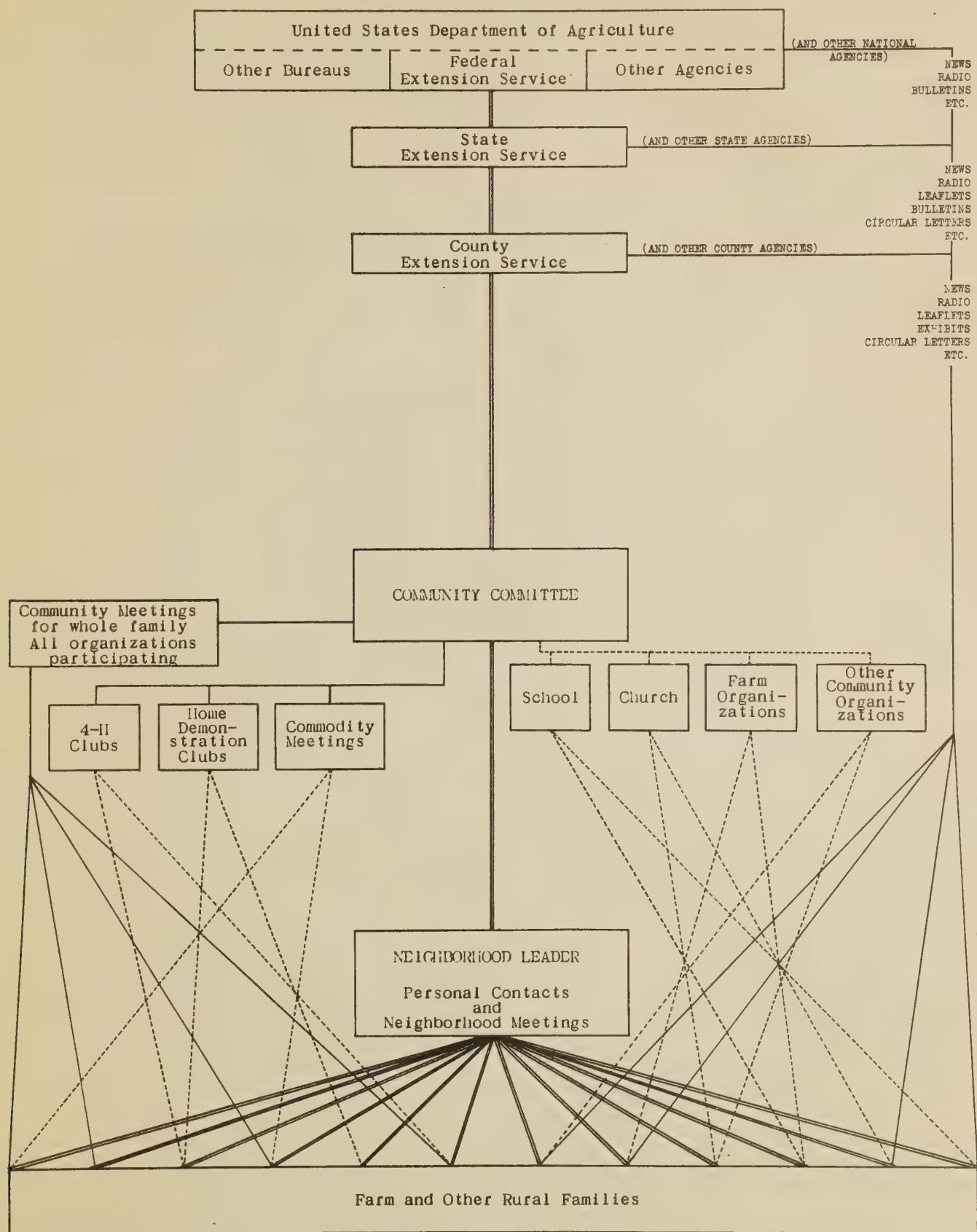


CHART IV --ILLUSTRATING FUNCTIONAL PROCEDURES FOR SECURING PARTICIPATION OF RURAL PEOPLE IN EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM



1. Helping to develop among your neighbors an understanding of our stake in the war and an appreciation of the important part that every farm family is expected to play.
2. Keeping all farm families in your neighborhood informed about Agriculture's wartime program.
 - (a) What farm families are expected to do.
 - (b) The practices that should be followed or the action that should be carried out.
 - (c) How to carry out the improved practice or the desired activity.
3. Stimulating the farm families in your neighborhood to follow the practices and carry out the activities that are recommended.
4. Selecting and using appropriate methods or devices for informing and stimulating your neighbors, such as:
 - (a) Farm and home visits.
 - (b) Telephone calls.
 - (c) Personal contacts, at church, at the store, or any other place where you meet your neighbors.
 - (d) Neighborhood meetings - radio listening groups, discussions, method demonstrations, tours, and the like.
 - (e) Assist in making community Victory meetings successful. Attend meetings yourself, encourage attendance by your neighbors, relay the message of the meeting to neighbors who did not attend.
 - (f) Assist organizations responsible for various parts of Agriculture's wartime program, such as 4-H Clubs, home demonstration clubs, and farm organizations by encouraging your neighbors to join and attend meetings.
5. Insofar as possible, demonstrate to your neighbors how they can help to win the war by following recommended practices and carrying out wartime actions on your own farm and in your own home.
6. Prepare yourself for the job of presenting Agriculture's wartime program to your neighbors and of answering the questions they will ask.
 - (a) Keep currently informed on wartime problems through the press, radio, and by other methods.
 - (b) Attend area-training meetings.
 - (c) Confer with and seek the help of your community chairmen.
 - (d) Read the materials which have been prepared to help neighborhood leaders - subject-matter bulletins and leaflets, circular letters, and news letters.
 - (e) Confer with other leaders in your neighborhood who are concerned with the wartime program.
7. Representing your neighborhood by reporting to your community chairman:
 - (a) The achievements of your neighborhood in helping to win the war.
 - (b) Difficulties that may prevent your neighbors making a maximum contribution to the wartime effort.

(c) Suggestions for solution of difficulties or improvement of Agriculture's wartime program.

(Responsibilities of "block" leaders for rural nonfarm families would be similar to those of neighborhood leaders serving farm families.)

Suggested Responsibility of the Community Leaders (Chairmen)

To serve as the organizational leaders at the community level in the general educational program to assist rural people in meeting their responsibilities in the wartime program.

Specific responsibilities involved would be:

1. To represent the community in the functioning of the county committee, to attend and participate in all county committee meetings, and to serve as the liaison unit between the county committee and the neighborhood leaders.
2. To assist in the selection of neighborhood leaders or to assist in arranging for an appropriate method of selection.
3. To arrange for and assist with training meetings for neighborhood leaders.
4. To serve as chairman of a community committee to insure correlation of all group activities or (if a community committee is not set up) to serve as contact agents with other organizations to develop common understanding and informal cooperation.
5. To relay specific items of information and suggestions for action from the county committee to neighborhood leaders and from neighborhood leaders to the county committee.

Suggested Changes in Duties for Leaders of Home Demonstration Clubs, 4-H Clubs, and Other Agricultural Extension

The following suggestions are predicated on the assumption that every member of such groups desires to do all possible to help win the war. This can be achieved only if a greater number of capable leaders volunteer to aid in achieving the goals.

It is to be recognized that for many years home demonstration work and 4-H Club work have functioned on the basis of volunteer leadership which has been elected by the local group membership and that such leadership has been elected from within the group.

These elected volunteer leaders have been trained in principles and procedures of leadership, and in effective group membership as well as in leadership of project activities. Volunteer leaders in adult agricultural work have received some specific training.

This vast reservoir of capable and experienced leaders who are ready for action might well be considered for positions of outstanding responsibility in carrying out Agriculture's wartime program at State, county, community, and neighborhood levels.

Any organized rural group which has proved of value to its membership during peacetime could continue to preserve its structure during the war period. Officers of all organizations would recognize the importance of adapting programs and procedures to such degree and in such manner as would forward most effectively Agriculture's wartime goals.

It is recognized, however: (1) That there is, or probably will be, in each State a single War program for agriculture including many activities in which all rural people should participate; (2) that "for the duration" there will be a need for many walk-in neighborhood meetings in order that farm people may be currently informed; (3) that the pressing demands upon the time of county extension agents will greatly reduce the number of meetings which they can hold or attend.

It is suggested, after decision as to policy has been determined by the State Extension Service, that the county extension agents counsel with the county and community officers and leaders of home demonstration, 4-H Club, and other agricultural extension groups. The leaders of the local groups should also counsel with the community chairmen for Agriculture's wartime program as to how their groups may help most in forwarding the wartime program.

Each group might decide for the duration to set aside all activities that do not contribute directly to winning the war, in order to carry one or more parts of a War program, such as, Food for Freedom, health, family food supply and nutrition, morale maintenance, substitute materials, and prevention of waste.

SELECTION OF VOLUNTARY LEADERS

Because of the universal desire of people to contribute in one way or another to the winning of the war, the problem of discovering and developing new leaders in rural areas will be much easier than formerly. Some of the more important points to keep in mind in obtaining the large number of additional leaders required are:

1. Extension workers must assume initiative in seeing that leaders are obtained in communities and in the neighborhoods.
2. Leaders should be selected with the cooperation and help of all professional workers whose responsibilities are related to the educational aspects of Agriculture's Wartime Program.
3. Leaders should be selected from persons in the community or neighborhood concerned. Usually there will be more direct participation of rural people in the choice of neighborhood leaders. In selecting community leaders, professional workers may have to carry the chief responsibility.

4. Individuals should be selected whose potential leadership is recognized in the community or neighborhood. Ministers, teachers, bankers, merchants, and others within the area may help in the selection of leaders, or may themselves serve as leaders.
5. Youth should not be overlooked in selecting leaders.

Qualifications of Leaders

It is important that those responsible for selecting leaders first determine the particular qualifications needed for the particular job and then select a person with such qualifications, without attempting a complete listing of leadership traits. The following are among some of the more important things to look for in a voluntary leader:

1. Is recognized as a leader or potential leader by neighbors.
2. Is enthusiastically willing to serve.
3. Gets a job done.
4. Knows how to work with people. "He who multiplies the workers is more valuable than he who does the work."
5. Is willing to become reasonably well informed regarding Agriculture's wartime program.
6. Knows his neighborhood, community, or county, as the case may be.

Maintaining Interest and Enthusiasm

If leaders continue in a program year after year it is because they find satisfactions of various kinds in the work. The professional workers can build leadership morale by:

1. Interpreting to the leader the importance of his job to his neighbors and to the total war effort.
2. (a) The work must be important and well planned.
(b) The leader should be able to tell when he has completed an assignment.
(c) Controversial points should be cleared before assignments are made.
(d) The leader should feel himself to be adequately prepared.
(e) He should feel that he is a part of a smoothly functioning team.
3. Giving help and encouragement through personal contact, advance information, special circulars and news notes, and clear-cut directions that minimize the dangers of contradictions, false rumors, and duplication of effort. Encouraging local leader to use his originality and initiative.

4. Seeing that leaders receive official recognition such as a letter of appointment, certificate, badge, identification card, or other insignia from the county or State headquarters is desirable.
 - (a) Letters of appreciation from the county, State, or Federal officials are also helpful.
 - (b) Mention of the leader's name at meetings, in news articles, and over the radio is usually pleasing.
5. Stimulating expressions of appreciation from local people.
6. Asking for suggestions and advice on problems.

TRAINING VOLUNTARY LOCAL LEADERS

The Extension Service performs much of its educational work on the farm and in the rural home through local leaders. The success of Agriculture's wartime program will depend to a very large extent upon the effective training of this voluntary leadership.

In keeping with the Secretary's memorandum regarding the wartime responsibilities of agriculture, the Extension Service is developing a leader-training program designed to assist volunteer local leaders at neighborhood, community, county, and State levels to the end that - "No farmer or farm family in America is left in the dark as to the WHY and HOW of all public effort affecting rural welfare."

A program developed at the Federal level should cover only the basic considerations in leader training, leaving to States and counties adaptations and expansions as will meet their conditions. Three basic principles in leadership training are:

1. A clear understanding among all concerned as to the practices which are to be promoted.
2. As full an understanding as possible of the persons whose practices are to be changed.
3. Familiarity with all suitable aids to be used in promoting these changes.

The responsibility for leader training should follow the line organization previously outlined, so that information on the various educational phases of Agriculture's wartime program can proceed quickly to States, to counties, to communities, and to neighborhoods. (Chart V) The neighborhood leader accepts responsibility for reaching every family in the neighborhood. The State supervisors and specialists should be responsible for outlining training plans and for assisting county workers with leader-training activities. Prevailing shortages of tires and cars, and added duties of extension workers give added support to the sound practice of bringing training close to the people. Three or four communities may need

to be grouped into a training area. Leaders' training meetings held in these areas should serve not only neighborhood leaders and community leaders but also, as far as possible, leaders in 4-H clubs, rural youth, home demonstration clubs, and other community organizations for the conduct of agricultural extension work and other wartime educational programs. Training should be made as personal as possible.

Literature for leaders should be prepared at national, State, and county levels. This literature should be distributed -- as the type of material and the occasion for which it is issued determines -- either through the line organization for distribution by community leader to the neighborhood leader, or directly from county staff to both community and neighborhood leaders.

As considerable training will need to be handled on a personal contact basis, the available professional workers in the county may arrange to assist the community leaders in making contact with neighborhood leaders.

Training Needs of Neighborhood Leaders

Neighborhood leaders need to understand thoroughly (1) the background and objectives of Agriculture's war effort, (2) the organizational plan for carrying out the program, (3) the information to be covered and the specific actions desired, (4) the teaching aids for assisting farm families, and (5) the ways and means of determining one's effectiveness as a neighborhood leader.

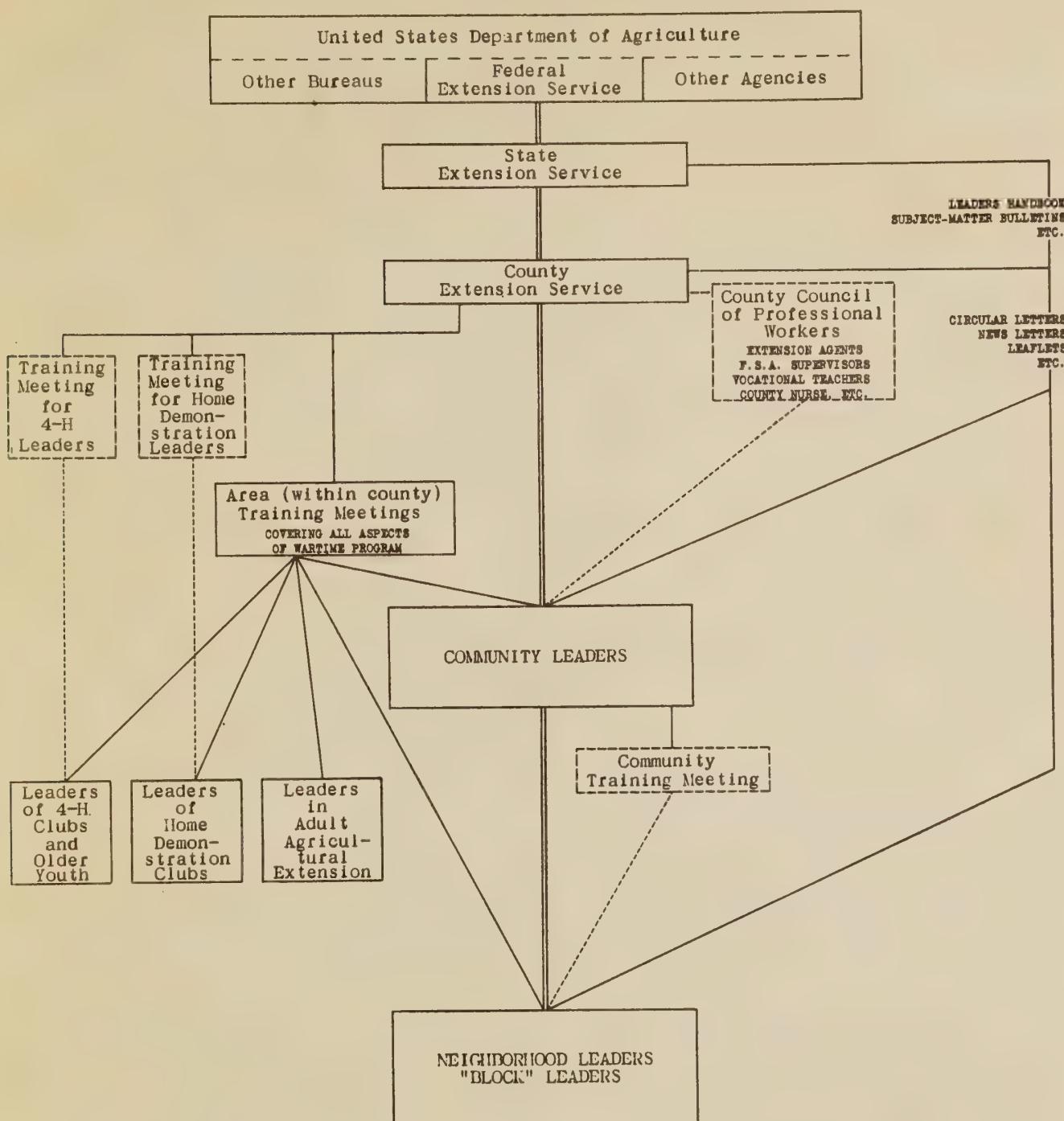
A. Background and objectives of Agriculture's war effort.

1. Seriousness of the war.
2. Job of agriculture.
3. Importance of the farm families' contribution to Agriculture's wartime program. Extension forces should sound a clear note as to what is expected of leaders. Leaders will carry out programs when they know clearly what is wanted.

B. Organizational plan for carrying out the educational aspects of Agriculture's wartime program.

1. Responsibilities of neighborhood leaders. How the neighborhood leaders fit into the entire plan.
2. Responsibilities of community leaders and other leaders engaged in the war program.
3. Plans for correlation of the efforts of leaders of various programs and organizations.

CHART V .--ILLUSTRATING ORGANIZATION FOR TRAINING VOLUNTARY LEADERS FOR EDUCATIONAL ASPECTS OF AGRICULTURE'S WARTIME PROGRAM



C. Information to be covered and specific actions desired.

1. Instruct each neighborhood leader as to what he or she is to do. "We teach with persuasion those things which we ourselves have mastered."
2. See that the leader knows thoroughly such matters as:
 - a. What specific goals have been set.
 - b. What rural families can do to help reach goals.
 - c. What attitudes, knowledges, and skills are needed by rural people and leaders to bring about recommended changes.

D. Teaching aids for guidance in assisting farm families.

The neighborhood leader is responsible for getting farm families to act. The teaching should be made as individual as possible. After a leader is trained in use of teaching procedures, the final selection of the teaching aids should be left to the discretion and imagination of the leader. The neighborhood leader should plan ways of making contact with farm families, such as telephone calls, farm and home visits, and meetings. He may wish to classify his 10 to 15 families and go to key families first and get them to agree to accept the practice under consideration. False rumors should be combated with facts derived from sources of information in which the people have confidence.

1. Planning. Planning is a part of the training process. The neighborhood leaders should take part in planning for the work that is to be done in their neighborhoods, so that they will have a vital interest in it.
2. Set of questions and answers. A set of questions likely to be asked by farm people together with simply worded answers might well be supplied the leader so as to make ready information available to him. The neighborhood leader should have some such material that has not been generally distributed.
3. Farm and home visits. Encourage each leader to call on each family to discuss with them special phases of the war situation from the standpoint of agriculture and the home.
4. Neighborhood meetings. These may provide opportunity for discussion of war aims and needs and demonstrate certain practices which families are to be asked to adopt. Neighborhood meetings also save time for the leader.
5. Delegation of work. The neighborhood leaders may well call upon a neighbor to help with special phases of the work in the neighborhood.
6. Check list. A 1-page leaflet to be given to farm families, containing simple statements of practices to adopt, and so arranged that a farmer or homemaker can use it for reference and to check on his or her own progress.

7. Telephone calls. In many instances a telephone call will take the place of a farm visit or meeting.
8. Leaflets, bulletins, circular letters. Distribute to farm families.
9. News notes. Neighborhood leaders should be encouraged to send news notes to county papers, calling attention to accomplishments of farm families visited, or mentioning some good feature on each farm. Give names in news note. This war is a We effort.
10. Do the job in a hundred ways, but get it done.
11. Ready reference file. The neighborhood leader should keep a folder or loose-leaf handbook in which he can keep material readily available.

E. Ways and means of determining one's effectiveness as neighborhood leader.

1. Number of farmers and rural families reached.
2. Increased production of food and feed for home use and for sale.
3. Adoption of other recommendations.
4. Attitude, cooperativeness, and noncooperativeness of neighbors.
5. Analysis of difficulties impeding progress of program.

Training Needs of Community Leaders

The community leaders should receive the same training as neighborhood leaders (listed above) in background and objectives, in the organization plan, in the information to be covered, in the use of teaching aids, and in how to check progress of neighborhood leaders. The teaching aids used for training community leaders will need to be adjusted to teach community leaders how to teach neighborhood leaders. Progress can be measured by the degree of success to which neighborhood leaders are functioning.

The community leader, therefore, must have as much information as the neighborhood leaders, and more. The community leader is teaching a teacher -- the neighborhood leader -- to do a job. He differs from the neighborhood leader, not in regard to information but in regard to those to whom he imparts it. He must inject enthusiasm into the neighborhood leader, just as the neighborhood leader injects enthusiasm into the rural family. The community leader should have a community point of view.

The community leader will probably use the meeting and the discussion methods more than the neighborhood leader. He should arrange for neighborhood leaders to attend area-training meetings. He will probably need to hold some community training meetings for the neighborhood leaders. He will need to back up the neighborhood leaders in their work by getting information out to them through leaflets, through personal visits, and telephone calls. He will need to check on progress of neighborhood leaders.

Training Needs of Leaders of Home Demonstration Clubs, 4-H Clubs,
and Adult Agricultural Groups

Officers and leaders of home demonstration clubs, 4-H Clubs, and adult agricultural groups should attend area-training meetings. Project leaders should attend when the subject is within the field of the project leader.

At area-training meetings after the subject-matter content of the program has been given, the different types of leaders can meet in subdivisions to discuss methods by which the program might be carried out in terms of groups for which they are responsible.

County-wide meetings for officers and leaders of home demonstration clubs, for 4-H Clubs, and for leaders of adult agricultural groups should be restricted to a minimum because of the tire situation and to conserve time of specialists and agents.

Procedures and Materials for Which County Extension Workers
Are Responsible

In general the county worker sees the entire county, whereas the community leader sees only the community. The county worker has more facilities with which to work. The county worker must know the leaders he is to train. The plans for some months ahead should be explained early in the training process.

Appointment letter. First part of the training process in training community or neighborhood leaders is the notification of selection of leader. The letter should be congratulatory in nature, should explain about the job, should explain related leadership, and should give specific directions as to what the leader can do immediately.

Area training meetings. In the area-training meetings, the county professional staff should demonstrate how to do the job, not merely talk about it; they should be practical performers; they should demonstrate good methods that can be followed by the community and neighborhood leaders. Let leaders do the work in the meeting insofar as possible. The learning situation should be as closely similar to the practice situation as possible.

1. Plan area-training meeting with assistance of community leaders.
2. The war effort provides motivation. Encourage community leaders, neighborhood leaders, leaders in home demonstration work, 4-H Club work, and leaders of agricultural projects to come to area-training meetings by:
 - a. Telephoning leaders.
 - b. Asking someone in the neighborhood who believes strongly in the thing that has to be done to get others to come to meeting.

3. Conduct area-training meetings.
 - a. Where necessary to supplement State material, develop outlines and illustrative material relating to:
 - (1) Demonstrations.
 - (2) Discussions.
 - (3) Illustrated lectures.
 - b. In the training meeting each community leader through discussion might tell how he intends to give assistance to neighborhood leaders.
 - (1) Through farm visits.
 - (2) Informal contacts.
 - c. Community or neighborhood leaders may be asked before they attend the training meeting to be prepared to handle some part of the meeting which would give them actual experience.
 - d. Four essentials of a good meeting are:
 - (1) People should be comfortable.
 - (2) People should be able to see what is done.
 - (3) People should be able to hear what is said.
 - (4) There should be something pertinent to discuss.
4. Distribute handbooks, subject-matter bulletins, leaflets, and circular letters prepared at State office to community and neighborhood leaders.
5. Prepare condensed, simple, pertinent information such as simple leaflets and circular letters.
6. After leaders have had help through meetings, a carefully prepared letter from agents may serve instead of a meeting.
7. In addition to the above statements, county workers may need to assist some leaders through individual conferences.

Procedures and Materials for Which State Extension Workers
Are Responsible

The information to be taught is essentially the same throughout the line organization. The approach and training is directed to the county workers. The specialists should see the overall leadership program and assist in it from the early planning stage. Their job is to train county workers in the effective organization, selection, and training of voluntary leaders.

- A. Handbook, assembly of material, including content of the training program as outlined under neighborhood leaders.
 1. To be prepared in each State office
 2. To be distributed to community and neighborhood leaders.

- B. Simple subject-matter bulletins, leaflets, and circular letters.
 - 1. To be prepared in State office on specific topics selected for emphasis, to be distributed to county, community, and neighborhood leaders.
 - 2. Most of the subject-matter bulletins, leaflets, and circular letters are designed for farm families, but some are designed particularly for leaders.

- C. Area-training meetings within the county.

- 1. Plan outlines and illustrative material for county extension workers to use in connection with:
 - a. Demonstrations.
 - b. Discussions.
 - 2. Assist county extension agents to conduct one or two area-training meetings.

EVALUATION - "CHECK AS WE GO"

In view of the vital contribution of Agriculture's wartime program to the war effort, it is particularly important, when time is at a premium, to check on the neighborhood leadership system in the early stages of its development and of its functioning. Unless checks are made frequently in the early stages of the operation of the system, time will be lost in making necessary revisions and improvements. The results may be "too little and too late."

The questions suggested for checking on the developmental stages of the neighborhood leadership system are listed below. Evidence on some of the questions is intangible and cannot be expressed in numbers. Nevertheless, they have been included, since they are important questions in "checking as we go." Getting some evidence on important questions is better than getting no evidence at all.

- 1. Complete coverage.
 - a. In how many counties have the communities and neighborhoods been delineated?
 - b. In how many communities have community leaders been selected? How many leaders? What percentage of the leaders are functioning?
 - c. In how many neighborhoods have neighborhood leaders been selected? How many leaders? What percentage of the leaders are functioning?
 - d. What percentage of the rural families are being contacted?
 - e. What percentage of the rural families are taking suggested action?

2. Prompt coverage.

- a. To what extent is the organization system resulting in contacting rural families promptly?

3. Leader training.

- a. To what extent are the leaders being supplied with sufficient information and training to do the job?
- b. How accurately is the information being relayed by community and neighborhood leaders?
- c. To what extent are neighborhood and community leaders reporting to the county extension office on the needs of rural people and the difficulties being met in carrying out the war program?

4. Cooperation.

- a. To what extent are the regularly established extension clubs, agricultural agencies, farm organizations, and other agencies helping to get the work done?

5. Adjustments.

- a. What adjustments are being made in the programs of 4-H, home demonstration, and other extension groups to contribute to the war effort? What is being continued? What is being dropped?

6. New leadership.

- a. How many new voluntary leaders are participating in the program?
- b. What is the percentage of replacement of leaders?
- c. What are the evidences of leaders' satisfactions in the work? Dissatisfactions? Why?

7. People's satisfactions.

- a. What are the evidences that the people are getting satisfaction out of their part in their war effort?

8. Neighborhood initiative.

- a. What action has been initiated by the people of the neighborhood?

9. Goals reached.

- a. To what extent is each accepted goal being reached?

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Washington, D. C. March 19-21, 1942

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